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**Administrative reforms in South Eastern European states.
Comparative study in view of enlarging the European Administrative Space**

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1. Context of the administrative reforms

1.1 South-Eastern European states and European integration

The accession to the EU and enlargement of the European integration process have determined profound reforms in the European countries area, reforms gravitating around the objective nucleus represented by observing the fundamental principles of democracy, separation of powers and respect for the rule of law.

Reform is considered as a fundamental part of a national effort to improve efficiency as diverse as Greece (Michalopoulos, 2003), increasing the competence and effectiveness of public administration, increasing the expertise, professionalism, knowledge and transparency (Slovenia, Romania, Bulgaria, Croatia).

The year 1990 represented the start of founding the decentralised system, marked by legislative, institutional, political, economic reforms. The states analysed have represented the arena of the reforms in the administrative and judicial systems, some states have been interested to continue their preoccupations in view to implement the Community legislation into their domestic legislation, as well as to review and adapt to the specific European developments and requirements, while other states have been interested in the progress process in view of accession (Croatia) or in adopting a collection of laws, strategies and action plans for becoming EU and NATO members.

The public administrations in the South-Eastern Europe area are subjected to a reform process according to the requirements of the integration process in the EU structures (Andrei, Matei,

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Rosca, 2008). The process is defined as an ensemble of reform measures at the level of civil service, local government and achievement of decentralization.

Moreover, on the South Eastern European states, as well as on other countries, the economic and financial crisis exerts pressures influencing the mechanisms of the relationship between the two political and administrative levels, in all cases with implications related to financial constraints and effects on public service.

The reforms of state administration started some time before countries' accession to the EU (Bulgaria, Romania, Slovenia).

The accession criteria of Copenhagen (1993), Madrid (1995) and Luxembourg impose to the candidate states *conditionalities on guaranteeing* democracy, rule of law, human rights, protection of minorities, *economic conditionalities* – functional market economy, *political conditionalities* – adherence to the objectives of the political, economic, monetary Union of the EU, resulted from the membership obligations.

The above mentioned criteria are completed with supplementary clarifications of the European Council of Madrid, supporting the national reforms of the candidate states related to their capacity to reform the administrative and legal structures in order to implement the Community rules and procedures.

Membership means that each administrative field and economic sector of the candidate countries should respect *acquis communautaire* (Annex 1).

The national administrations are assessed according to criteria of „legal and administrative capacity to implement *acquis communautaire*”, fact creating serious difficulties due to diversity of the administrative systems, levels of institutionalisation, values and resources required by changes.

The framework of the EU enlargement policy to Western Balkan states consists in the Stabilisation and Association Process (SAP) in view to get closer the Western Balkan states to the EU, aiming three objectives:

- (1) stabilization and transition to market economy;
- (2) promoting the regional cooperation;
- (3) perspective of accession to the European Union.

Additionally new instruments such as the European Partnerships were introduced by the Thessaloniki Agenda (High Level Summit in Thessaloniki, June 2003), or multi-country support projects, Pre-Accession Assistance instruments (Annex 2) sustaining the reform process in Western Balkan countries (Figure 1).

The pre-accession strategy prepares the candidate countries for EU membership. It comprises framework programmes and mechanisms.

Multi-country support sustains joint projects in regional cooperation, infrastructure, justice and home affairs, single market and trade, market economy, supporting the civil society, education, youth and research. Multi-country support objectives:

- regional cooperation between candidate and potential candidate countries;
- focus on common interests and needs, the general objective is to increase cohesion and regional economic standards;
- the actions support:
 - 1) common interventions for the economic and social development;
 - 2) reform of academic institutions and assistance of exchanges of students and professors by Tempus and Erasmus programmes;
 - 3) strengthening the administrative capacity and supporting the national bodies for enforcing *acquis communautaire*;
 - 4) administrative and judicial reform, combating corruption and organised crime;
 - 5) setting up the general strategy in view to reduce the risks of disasters in Western Balkans and Turkey.

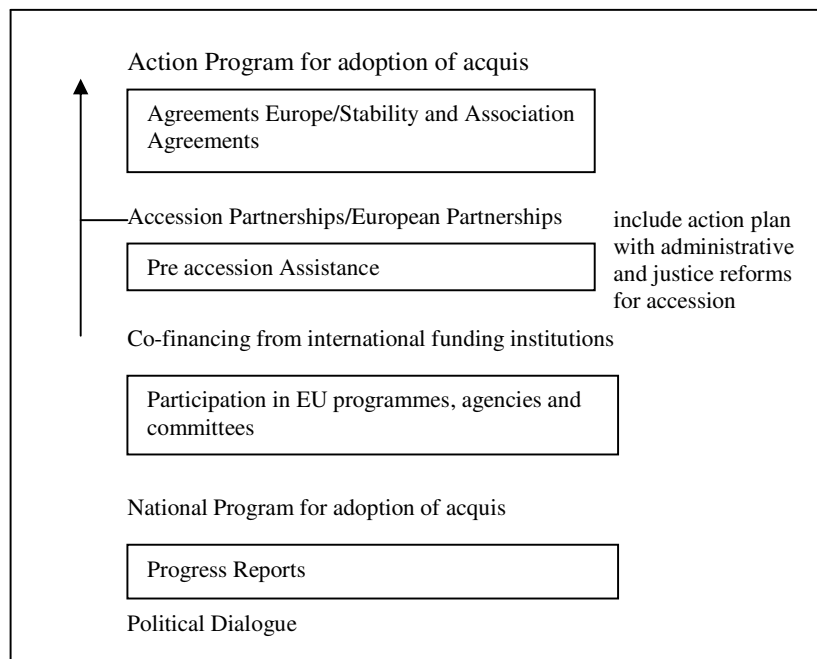


Figure 1. Components of pre-accession strategy

1.2. European Administrative Space

Based on the fundamental elements defining the concept of good governance in the democratic states and the principles of public administration, defined and re-defined by national jurisprudence and jurisprudence of the European Court of Justice, the field literature develops the concept of „European Administrative Space” (EAS) as specific component of the „European Legal Space” (ELS), territorially being „the geographic region where the administrative law is uniformly enforced” (OECD, 1999).

„The metaphor incorporating *inter alia* the principles of administrative law as a set of criteria that are going to be taken into consideration in the public administrations reform in candidate states so that they attain the administrative capacity levels required by the EU membership” determines Cardona (1999) to assert that the public administrations are managed according to common European principles, rules and regulations uniformly enforced in a relevant territory.

Precisely, it is a set of common principles of administrative law characterising EAS: *trust* and *predictability*, *openness* and *transparency*, *accountability*, *efficiency* and *effectiveness*.

- a) *Trust* and *predictability*, principle reformulated as “administration by law”, which ensures *legal certainty* or *legal security* of public administration actions and public decisions.
- b) The principles of *openness* and *transparency*, considered instruments for law enforcement, equality before the law and accountability (OECD, 1999) are imposing based on the reality that public administration represents “*sound box*” of society, ensuring the interface with the citizen as user of its services” (Matei, A., 2004).
- c) The *principle of accountability* indicates the extent to comply with law, the enhancement of efficiency, trust and predictability in public administration. Characterized by a set of formal procedures providing concreteness to the accountability deed, to that principle the supervision procedures are associated, ensuring the appropriate framework in view to enforce the administrative principle of „administration by law” and to protect the public and private interest.
- d) The enforcement of the principles of *efficiency* and *effectiveness* in the public sector in general and in public administration in particular is relatively recent. According to some authors, efficiency represents a managerial value, which consists in maintaining an optimum balance between the resources allocated and the outcomes; effectiveness becomes also a related value aimed at ensuring that the public administration work succeeds to attain the objectives and to solve the public matters, allocated by law and governing programmes, or as asserted by Ziller (1999) ”it is possible to agree with a common definition of administrative law comprising a set of principles and rules applicable to organization and public administration management and to relations between administration and citizen”.

Those conceptual developments lead toward the idea of creating a European Administrative Space, incorporating a European model (Olsen, 2003), where the common and convergent objective between the EU and South-Eastern European countries is „to have a strong, well – performing, competent, motivated and proud public service. It is important that the public service is perceived and recognised as such by citizens, customers (individual users and companies), politicians and civil society” (Bouckaert, 2001).

3. The public administration - reformer in South-Eastern European states

3.1 General framework

The state administrative structure represents the result of an intensive development process, identifying “progressive agglomerations of territories, populations and languages” (Xavier, 1991); the confirmation for enforcing the principle on separation of powers is provided by the three powers: legislative, executive and judicial power, also confirmed by the practical situation of the South-Eastern European states and their Constitutions.

For the EU Member States, candidates or potential candidates, the administrative reform is actual but shaped according to the status of the respective country.

The South-Eastern European states have most of the governance fields subjected to *acquis communautaire*, and the candidate states (Croatia and Macedonia, which has not yet started the negotiations for accession) or the potential candidate states should undertake, adapt to the legal specificity and implement the European legislation.

Every candidate country draws up a national programme in view of adopting *acquis communautaire*.

Referring to public administration, we could not discuss about a specific *acquis* but we may confirm the existence of clear principles of national public administration, with different legislative traditions and different government systems. The Law on public administration autonomy represents *acquis communautaire*, whose compatibility degree with specific regulations corresponding at European level is checked by the European Commission, within the accession process of the candidate countries (OECD, 1998).

The common administrative principles, pillar for modernization of public administration and civil service in the European states (Cardona, 2009) and implicitly found as fundamental values of the reforms of public administration and civil service in South Eastern European countries, discussed previously on a large extent, are as follows:

- 1) rule of law;
- 2) openness and transparency;
- 3) accountability;
- 4) efficiency and effectiveness.

The impact of EU legislation (after 1997) on the institutional reforms in Romania, Bulgaria, Slovenia has been visible positive in view of improving the administrative, political, economic, institutional frameworks (Dimitrova 2002, Vachudova 2005).

Since 1990, all states analysed were concerned to adopt the Constitution, to systemise, unify and update the whole legislation, comprising all the fields of the economic-social life (Annex 3). At the EU Member States level, the harmonization process according to *acquis communautaire* has continued, taking into consideration both the recommendations of the European Commission and the domestic market operators' requirements, for instance in the tax field in view of improving the domestic tax laws, capital market, internal public audit (Romania, Bulgaria, Slovenia).

Since 2003, Bulgaria following the adoption of key legislation and reforms in various spheres of the administration has undertaken general European trends and good practices, given that at the European level there is no single strategy for strengthening the capacity of the state administration nor is there a unified model for its most effective functioning.

As a remark, comparing the evolution of the legislative initiatives of the Government of Romania in 2007 and 2008, it is worth to mention the balanced evolution of the drafts for normative deeds, registering in 2008 a decrease of the number of those proposals from 216 to 191. Matei

emphasises in a report (2009) the decrease of the number of legislative drafts in justice, internal affairs, public administration, defence, education, agriculture, environment and sustainable development while other fields (economy and finance, transportation, labour, culture, communications) registered an increase in the number of legislative initiatives by 75%.

The administrative reforms may be complex, including changes as a result of pre-accession, accession processes, Europeanization and recently the effects of the world economic and financial crisis. We speak about a transformation of the national public administrations in line with the developments of the administrations of the „European Administrative Space”.

3.2 Comparative analyses

3.2.1 Democratic processes

The systemic transformation at the level of the states analysed, reflects the size of the inter-relations between executive and legislative, taking into consideration the background of „renewing” the political elites (Agh, 1998; Mendelski, 2008) and developing democracy (Table 1).

Table 1. Evolution of the “Democracy Score”

<i>Year / Country</i>	<i>1999/2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>
Democracy Score										
BELARUS	6.25	6.38	6.38	6.46	6.54	6.64	6.71	6.68	6.71	6.57
BULGARIA	3.58	3.42	3.33	3.38	3.25	3.18	2.93	2.89	2.86	3.04
CROATIA	4.46	3.54	3.54	3.79	3.83	3.75	3.71	3.75	3.64	3.71
MACEDONIA	3.83	4.04	4.46	4.29	4.00	3.89	3.82	3.82	3.86	3.86
MOLDOVA	4.25	4.29	4.50	4.71	4.88	5.07	4.96	4.96	5.00	5.07
MONTENEGRO	5.67	5.04	4.00	3.88	3.83	3.79	3.89	3.93	3.79	3.79
ROMANIA	3.54	3.67	3.71	3.63	3.58	3.39	3.39	3.29	3.36	3.36
SLOVENIA	1.88	1.88	1.83	1.79	1.75	1.68	1.75	1.82	1.86	1.93
UKRAINE	6.63	4.71	4.92	4.71	4.88	4.50	4.21	4.25	4.25	4.39

Source of data: “Nations in Transit 2009”, Freedom House

NOTE: The ratings reflect the consensus of Freedom House, its academic advisers, and the author(s) of this report. The opinions expressed in this report are those of the author(s). The ratings are based on a scale of 1 to 7, with 1 representing the highest level of democratic progress and 7 the lowest. The Democracy Score is an average of ratings for the categories tracked in a given year.

The public administration has strong political, social, economic, cultural pillars, as action of the executive power (Vedel and Delvolvé, 1988), as intervention of the public power in public action, in guiding the public affairs, achieving and implementing the public policy.

A "model" of administrative reforms in the South-Eastern European countries can not exist, but we may speak about „models”, „asymmetric models”, as entitled by Marcou and Wollman (2008) and institutional „experiments” on public administration in those states, which have passed into a reforming process since the 1990s.

A statistic analysis (Annex 4) of the outcomes mentioned in Table 1 provides an eloquent image on the correlated evolution of “the democratic score” in the states analysed.

Introducing a new variable which calculates the average of the scores obtained for the sample chosen, we shall find out that, related to it, the Pearson statistic correlations describe several categories:

A) states powerful correlated in relation to the general trend of the sample (Bulgaria (0.854); Croatia (0.795); Montenegro (0.878); Ukraine (0.986)).

B) states that are average and low correlated in relation to the general trend of the sample (Romania (0.508); Slovenia (0.280); Macedonia (0.014); Belarus (-0.880); Moldova (-0.811)).

The explanations for such a situation are profound and have a direct connection with the overall political evolution in the respective states. Analysing from area perspective, we remark that for the Western Balkan states, the calculations are positive, being comprised between 0.280-0.878 in relation to the general average of the sample. However, also inside the group of the Western Balkan states, the most eloquent examples are provided by Macedonia, which has negative correlations with all the other states. For the states that belonged to the former Soviet Union, the evolutions are contradictory. Related to the general trend of the sample, Belarus and Moldova have high negative correlations and Ukraine has a high positive correlation (0.986). That situation imposes the conclusion concerning non-correlation between the first two states, Belarus and Moldova, and Ukraine.

As recent European Union Member States, Romania and Bulgaria have similar evolutions, Bulgaria having more powerful correlation related to the average.

3.2.2 Public administration

The main priority of the reform of the administration is its optimization at central and local levels through modernisation and organisational development. The creation of new administrations, the restructuring of existing ones, closing down of ineffective structures and units, their optimisation as well as their organisational development are not aimed at achieving a larger but a better organized, more effective and politically neutral administration.

A common feature of public administration in the studied states consists in highlighting the common principles (Marcou, 2007) of organization and operation, namely: principle of local self-government (in Constitution and law), the character of local powers, the functions and (regulation, supervision etc.) powers of the local authorities (stipulated by law) or procedures for protecting local self-government.

The territorial size of public administration, which represents the basis for dividing the central public authorities (government, ministries, central government agencies), territorial and local public authorities (municipalities, communes) is represented in all countries studied, observing the traditional model, conceived on two levels, local council – first tier and the superior one, the central tier, Greece, Romania, Bulgaria, Croatia, Montenegro, Macedonia), and in some cases

with interim tier, Belarus (three tiers: regional, district and village). Concerned about their performance, the national governments of the EU Member States, according to EAS principles enforcement – effectiveness and efficiency – subsidiarity, local autonomy and decentralization, are resizing the intergovernmental relations with the local tier (Matei, L., 2008).

Each territorial structure has its own local administrative authority (Marcou, 2008), administrating the structure, respecting and acknowledging the principle of local democracy.

The administrative organization composed of two or three tiers, is stipulated in the state's Constitution, special laws on local government, law on administrative decentralization and local autonomy, (Annex 3), confirming the application and compliance to EAS principles, *trust* and *predictability*.

For example:

- Croatia's internal territory has been divided into 20 Zupanijas (counties), 120 cities, and 420 municipalities based only partially on territorial and demographic logic.
- In Ukraine, the administrative territorial structure is considered non-realist, according to Sushko and Prystayko (2009) as the structure is not related to the number of citizens, division of competences between the central and local levels. Ukraine has an administrative territorial structure represented by: the Autonomous Republic of Crimea and 24 oblasts, raions (oblast districts) and cities with raion status, cities and villages and townships (Sushko and Prystayko, 2009).
- The administrative organization of Romania is represented by (2851) communes, (216) towns, (103) municipalities and (42) counties, with the possibility to declare some towns as municipalities (Article 3(3), Constitution of Romania, 2003).
- In Belarus 1.700 local governments exist, subdivided into three levels: regional (*voblasts*), district (*raion*), and village or (in urban areas) township.
- Macedonia has only two tiers of governance, with no intermediary level between the municipalities and the central government.

The territorial administrative organization is established by special laws, supplementing the provisions of the Constitution.

3.2.3 Governance

The pragmatic approach to administrative reforms reflects the size of democratic governance (see the approach of United Nations Development Programme, indicators of the World Bank), whose main component is the public administration.

The governance indicators reflect the effects of stabilization and association processes, of pre-accession or accession to the EU in the dynamics of the stages ranging from pre-accession to accession, for Bulgaria, Romania, Slovenia or negotiation stages, the case of Croatia, candidate country or Former Yugoslav Republic of Macedonia (candidate country since December 2005, the negotiations for accession have not yet started) or Montenegro, potential candidate country (Table 2).

Table 2. Evolution of the “Governance” indicator

Year / Country	1999/2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Governance										
BELARUS	6.25	6.25	6.50	6.50	6.50	6.75	7.00	7.00	7.00	6.75
BULGARIA	3.75	3.50	3.50	3.75	3.75	3.50	3.00	3.00	3.00	3.25
CROATIA	4.00	3.50	3.50	3.75	3.75	3.50	3.50	3.50	3.25	3.50
MACEDONIA	3.00	3.75	4.25	4.50	4.0	4.00	3.75	3.75	4.00	4.00
MOLDOVA	4.50	4.50	4.75	5.25	5.50	5.75	5.75	5.75	5.75	5.75
MONTENEGRO	5.50	5.25	4.25	4.25	4.00	4.50	4.50	4.50	4.25	4.25
ROMANIA	3.50	3.75	3.75	3.75	3.75	3.50	3.50	3.50	3.75	3.75
SLOVENIA	2.25	2.50	2.25	2.25	2.00	2.00	2.00	2.00	2.00	2.00
UKRAINE	4.75	4.75	5.00	5.00	5.25	5.00	4.50	4.75	4.75	5.00

Source of data: “Nations in Transit 2009”, Freedom House

NOTE: The ratings reflect the consensus of Freedom House, its academic advisers, and the author(s) of this report. The opinions expressed in this report are those of the author(s). The ratings are based on a scale of 1 to 7, with 1 representing the highest level of democratic progress and 7 the lowest. The Democracy Score is an average of ratings for the categories tracked in a given year.

The statistic analysis (Annex 5) of the scores concerning the “governance” indicator presented in Table 2 is leading to conclusions with general character.

Thus, we may find out that due to the complexity of the indicator, the degree of correlation with the average of the sample is lower than for the “democratic score” indicator. Also the correlations described in Annex 5 observe generally the previous correlations, confirming the direct connections between the democracy evolution and governance performance.

Related to the general trend of the sample, we shall identify the following categories:

A) states powerful and average correlated: Ukraine (0.743); Macedonia (0.675); Bulgaria (0.495).

B) states low correlated: Romania (0.361); Moldova (0.271); Croatia (0.180).

C) state inverse correlated: Montenegro (-0.519); Belarus (-0.122) and Slovenia (-0.116).

The area characteristics are also changing. Thus, for the Western Balkan states, the evolutions in relation to the general trend of the sample are positive for Macedonia and Croatia and negative for Montenegro and Slovenia. It is interesting Macedonia’s evolution, with negative correlations in relation to all the Western Balkan states and positive correlation in relation to the average of the sample.

The states which belonged to the former Soviet Union are also changing their behaviour, derived from the perspective of the indicator analysed. Thus, Belarus will have negative correlations, close to zero, Ukraine having the other positive correlations (0.743).

The behaviour related to the other states in that sub-group is atypical also for Belarus which has average negative correlations in relation to Ukraine.

The evolutions for Bulgaria and Romania are similar related to the average of the sample but the inter-states correlations are low (0.238), demonstrating practically, a lack of correlation of the governance policies.

The decentralization process is highlighting the local self-government (Croatia, Slovenia, Romania, Bulgaria), the local level represented by municipalities and communes (in the Republic of Croatia there are 429 municipalities, 126 towns, 20 counties and the City of Zagreb) or the development of a level that does not belong to the administrative-territorial structure, that of the development regions (Romania). Local governments in Belarus are consolidated within the presidential vertical of power. By law, heads of regional administrations are appointed by and responsible to the president. Popularly elected local councils have no control over the executive bodies (Silitski, 2009). Local governance in Ukraine is represented by a dual system of authorities: state administration and a self-governance council.

The new criteria of organization and operation of the public administration, emphasised in enforcing the new laws passed by the state (Annex 3), or in the states' new institutional architecture, validate the thesis that public administration is subject to the functional logic in a new context of transition from the centralized to decentralized system in a European Administrative Space.

The Croatian governance system is characterised by democratic attributes, in view of people representation (Dorić, 2009). If the local governance in some South Eastern European countries was centralized before 1990, controlled by the political center, in the last twenty years we assist at local governance reconfiguration, at the change of central-local relationships concerning the governance levels.

The study „Nations in Transit 2009” of Freedom House, emphasises the fact that the indicator of „local democratic governance” registers values in 2009 (Table 3), ranging from 6.75 (Belarus) to 1.5 (Slovenia), values reflecting the governments' capacity to apply the principles of accountability, participation, transparency in the local governance, transferring the boundaries of central government toward the local level, groups of local communities or citizens.

Table 3. Evolution of the “Local Democratic Governance” indicator

<i>Year / Country</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>
Local Democratic Governance					
BELARUS	6.50	6.50	6.50	6.75	6.75
BULGARIA	3.50	3.00	3.00	3.00	3.00
CROATIA	3.75	3.75	3.75	3.75	3.75
MACEDONIA	4.00	3.75	3.75	3.75	3.75
MOLDOVA	5.75	5.75	5.75	5.75	5.75
MONTENEGRO	3.50	3.50	3.25	3.25	3.25
ROMANIA	3.00	3.00	3.00	3.00	3.00
SLOVENIA	1.50	1.50	1.50	1.50	1.50
UKRAINE	5.25	5.25	5.25	5.25	5.25

Source of data: “Nations in Transit 2009”, Freedom House

NOTE: The ratings reflect the consensus of Freedom House, its academic advisers, and the author(s) of this report. The opinions expressed in this report are those of the author(s). The ratings are based on a scale of 1 to 7, with 1 representing the highest level of democratic progress and 7 the lowest. The Democracy Score is an average of ratings for the categories tracked in a given year.

The distributive focus on the competences of government spheres between the central and local level, is expressed in different actions, specific to every country. For example:

- ✓ For Macedonia, the transfer of competences from the central to local – municipal level has represented a priority, being the topic of Ohrid Agreement, even since 2001, or recently of Law on regional development (2008), thus according to Freedom House rating (2009) is situated on 3.75 level (Table 4) (Daskalovsky, 2009).
- ✓ The laws and rules in Moldova clarify and share the competences of the central and local authorities, sometimes being situations of overlapping or non-regulation related to some areas.
- ✓ The new Constitution of Slovenia, passed in 1993, „made provision for self-government at both the local and regional level, but it was not until the passage of the 1993 Law on Local Self-Government when the path was cleared for establishment of local self-governments at the municipal-level” (Hughes et al, 2004). In Slovenia there are 58 state administrative units whose jurisdiction may extend over several municipalities depending on the specific competences (Lajh, 2009).
- ✓ In Croatia, the delimitation of competences between the central and local levels is supported by the territorial administrative structure, emphasising the enforcement of the decentralization principle.
- ✓ For Bulgaria, the process of the transfer of functions from the central to the municipal administration continued, for example in the areas of registration of agricultural and forest equipment, administration of local taxes and fees, homes for bringing up children deprived by parental care (Report on the State of Administration, 2006).

3.2.4 Integrity and corruption

Openness and transparency in public administrations are instruments necessary to observe the law, for equality before law and for responsibility. In this respect, our analysis emphasises the preoccupations of countries to pass a collection of laws supporting transparency (Law on conflict of interests, Bulgaria, Romania, Slovenia, Croatia, Moldova, Belarus) and access to information, associated with those for the fight against corruption – national strategies, laws. For instance:

- In Slovenia there were passed The Law on Prevention of Corruption (2003), Slovenian Anticorruption Strategy (2004), documents stipulating the elimination of conditions for occurrence of corruption in public domain, state administration, investigation, bodies of Prosecutor Office, judicial bodies, businesses etc.
- Collection of laws and strategies were updated on the fight against corruption, i.e. Bulgaria. Moldovan authorities undertook important legal reforms by adopting the Law on Conflict of Interest and a new Law on Preventing and Fighting Corruption; however, the latter was adopted with a three-year delay. The Civil Monitoring Council of the Center for Combating Corruption and Economic Crimes—Moldova’s first citizen oversight of a law enforcement body—was established during the year (Vițu, 2009).
- Governmental bodies were created with the responsibility to fight against corruption – in most countries analysed, regional councils – i.e. Bulgaria, Regional Public Councils for Counteracting Corruption have been functioning in all regional administrations, or National Integrity Systems comprise “key institutions, laws and practices (the pillars) that contribute to integrity, transparency and accountability in a society”, i.e. Romania, (Matei, A., 2006). In Montenegro, the Coordination Body for Reform of Local Government

adopted an action plan for reform of local government and action plans to combat corruption at the local level (McLean, 2009).

Transparency International studies concerning the corruption index for 2008 (Table 5), situates for example, Macedonia on 72nd rank from 180 countries, emphasising its improvement. The improvement was also noted by European Commission in its 2008 Progress report on Macedonia. The report called for the government to continue with reforms, especially in implementing anticorruption legislation and reform of judiciary (Daskalovski, 2009). At the same time, Moldova recorded in 2008 an increase of the corruption perception index by 0.1 related to 2007, respectively 2.9, or Slovenia, situated on 26th rank from a total of 180 countries. The index gives Slovenia a score of 6.7 on a 1-10 scale, where 10 is the best possible score (perceived as least corrupt), classifying it as comparatively less corrupt than Czech Republic, Hungary, Slovakia and Poland (Lajh, 2009).

Table 4. Evolution of the “Corruption” indicator

<i>Year / Country</i>	<i>1999/2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>
Corruption										
BELARUS	5.25	5.25	5.25	5.50	5.75	6.00	6.25	6.25	6.25	6.00
BULGARIA	4.75	4.75	4.50	4.25	4.25	4.00	3.75	3.75	3.50	4.00
CROATIA	5.25	4.50	4.50	4.75	4.75	4.75	4.75	4.75	4.50	4.50
MACEDONIA	5.00	5.00	5.50	5.50	5.00	5.00	4.75	4.75	4.50	4.25
MOLDOVA	6.00	6.00	6.25	6.25	6.25	6.25	6.00	6.00	6.00	6.00
MONTENEGRO	6.25	6.25	5.25	5.00	5.25	5.25	5.25	5.50	5.25	5.00
ROMANIA	4.25	4.50	4.75	4.50	4.50	4.25	4.25	4.00	4.00	4.00
SLOVENIA	2.00	2.00	2.00	2.00	2.00	2.00	2.25	2.25	2.25	2.50
UKRAINE	6.00	6.00	6.00	5.75	5.75	5.75	5.75	5.75	5.75	5.75

Source of data: “Nations in Transit 2009”, Freedom House

NOTE: The ratings reflect the consensus of Freedom House, its academic advisers, and the author(s) of this report. The opinions expressed in this report are those of the author(s). The ratings are based on a scale of 1 to 7, with 1 representing the highest level of democratic progress and 7 the lowest. The Democracy Score is an average of ratings for the categories tracked in a given year.

The public administrations of the analysed states have relative stable structures on the background of the transformations of the national administration “at governance”.

As previously emphasised, we can discuss neither about the existence of a European model of public administration, nor about a model of civil service; through the establishment of standards, the European Union imposes to the Member States to respect them in organising the civil service, observing their national and regional diversity. The distribution of legislative and executive competences, the organisational structure, the structure and size of public administration remain at the discretion of the EU Member States.

3.3 Civil service

3.3.1 European values

Civil services are components of national governance systems. The governance quality depends on the quality of civil servants' services.

Democratic governance depends on the public administration, the main mechanism of the connection between state and civil society and private sector.

Democratic governance in terms of civil service involves the separation between political and administrative levels, action which differs from a country to another (determined by historical and cultural traditions of a country, legislative framework and democracy of its institutions).

That requirement is present in the administrative reforms of the countries studied, where the interest in achieving a balance between political neutrality and professionalism, continuity of public service reflects more or less the balance between political and administrative sphere.

On the background of individualisation and diversification of the legal traditions and governing systems, the states have developed a common corps of doctrine, accepting the general consensus on the principles or common values of public administration, acknowledged also in the civil service.

In a democracy, the modern constitutional civil service is possible only if it meets a set of conditions:

- Separation between the public and the private sphere;
- Separation between politics and administration;
- Developing the individual accountability of civil servants through joint decision-making processes. It imposes well trained and educated public managers;
- Labour protection, stability, payroll, well defined rights and tasks for civil servants;
- Recruitment and promotion based on merit.

All those conditions, to a large extent, contribute to defining the nature and values of a professional civil service.

The civil service is governed by principles established both by constitutional aspects and aspects of administrative law (Table 5). We could assert that those are legal aspects. It does not mean that they are ethical values. The ethical values are guidelines derived from a social approach. The legal values, if they are broken, have legal consequences stipulated by the disciplinary provisions of the civil service. The civil servants are the subjects of the administrative principles specified by law.

Table 5. Principles of national civil service

No.	State	Principles of civil service	Principles of European administrative space
1	Romania	a) legality, impartiality and objectivity; b) transparency; c) efficiency and effectiveness; d) responsibility, in accordance with the laws; e) citizen oriented; f) stability in the exercise of civil service position; g) hierarchical subordination	- rule of law; - openness and transparency; - responsibility; - efficiency and effectiveness in public administration

2	Republic of Moldova	a) legality b) impartiality c) independence; d) professionalism;	
3	Bulgaria	a) lawfulness, b) loyalty, c) responsibility, d) stability, e) political neutrality f) hierarchic subordination.	
4	Republic of Macedonia	a) legality, b) equality, c) transparency, d) predictability e) fairness.	

Analyzing the principles of civil service at the national level for each of the countries studied, we notice that they embrace the principles of the European administrative space.

3.3.2 Career

On European level, two civil service systems (Bossart et al, 2002) are known, “post” type and “career” type (Bulgaria, Romania, Republic of Moldova, Slovenia). Most European states have chosen the career model, linked to tradition, a certain political system, way of thinking and culture of the national civil service.

The argument for choosing that model consists in reducing genuinely the influence of the political factor on the professional career in the public system and creating the premises in view to introduce the permanent evaluation system of civil servants, promotion based on performance criterion and merit (Matei, L., 2006). In practice, the two systems cannot be found in a “pure” form, they are subject to reforms of “contractual flexibility, mobility in the middle of career between the public and the private sector, open competition for the top positions, reform of recruitment procedures, harmonisation of pension systems, introducing a performance management system and remuneration reform” (Matei, A. and Matei, L., 2007).

The increase of accountability, delegation of authority, professional training and perspectives of career development within the (financial) limits of public administration may be instruments for developing the corps of professionals in the public administration.

The studies reveal that the public service could be motivational when the society is perceiving it as honest, fair, non-politicized, supporting the general interest, thus “an oriented public service” (Perry and Wise, 1990).

3.3.3 Professionalism and integrity

Professionalism and integrity in public service lead to trust and predictability in public administration.

The legal procedures may solve the problems, drawing up clear deadlines in view to solve a recruitment and promotion scheme based on merit, not on political patronage or alliances of

different types. The respect for professional standards and legal aspects contributes to achieving the balance between the concept of (professional) independence and the concept of loyalty.

Civil service in the analysed states presents on one hand common characteristics and on the other hand, specific characteristics, individualising the states.

In the first category it is worth to mention:

- 1) existence of the legislative, regulatory framework of civil service (Annex 6), statuses of civil servants, acknowledging the attributes framed in public law, such as civil service law, other public laws or government regulations or in labour law (when we talk about collective contracts).

Table 6. Aspects of the content of civil service laws

No.	State	Job duties & responsibilities	Tenure & security	Disciplinary arrangements	Rewards & wage	Assessment of civil servants
1.	Bulgaria	x	x	x	x	x
2.	Romania	x	x	x	x	x
3.	Republic of Moldova	x	x	x	x	x
4.	Republic of Macedonia	x		x	x	x

Source: "The Scope of the Civil Service in OECD and Selected CEE Countries"

Civil Service Law, defining the responsibilities, tasks, protects professional quality and ensures continuity of public service in the context of political changes or instability.

- 2) mixture of three criteria for delimitating the civil service, criteria also in practice in Central and Eastern European countries: a) office in state; b) qualifications required by civil service; c) separation between politics and administration, that is political positions and professional positions (Cardona, 2000);
- 3) civil servants' recruitment and career, by procedures based on merit, competition and transparent procedures;
- 4) regulatory constraints on political membership of the civil servant;
- 5) policy on salaries, remuneration and assessment - transparent procedures.

The second category empowers us to assert:

- 1) there is the practice of adopting simultaneously specific laws for certain civil service positions for police, border police agents, teachers, doctors, custom officers as well as for civil service positions at local level. (Romania)
- 2) degree of centralization/decentralization of activities specific for civil service management (training, assessment, recruitment, promotion etc.)
- 3) responsibilities and institutional character concerning human resource management in the public sector.

Conclusions

The achieved analysis presents only sequentially some of the most important aspects that have characterised and characterise the public administration reforms in some South-Eastern European states.

The authors have intended to obtain an eloquent image on the diversity characterising the above reforms. That diversity derives from the cultural and organisational traditions of the states analysed, different processes and stages of reform as well as the specific aims defined in relation to a common objective, of accession and integration to the European Union.

The aim of research was regarded in the context of enlarging the European Administrative Space, and even if it does not always represent a well delimited area, it constitutes a standard of assessing the progress of the administrative reforms. In our opinion, the lack of *acquis communautaire* concerning public administration substantiates the above presented approach.

Focused especially on the analysis of the context of administrative reforms, on their aim related to the principles of the European Administrative Space as well as on the characteristics of civil service development, the analysis triggers some relevant conclusions.

- Geopolitical specificity of the public administration reforms determines directly their level, thoroughness and characteristics. The analysed target group comprises states belonging to Western Balkans (Slovenia, Croatia, Montenegro and Macedonia) or the former Soviet Union (Belarus, Ukraine and Moldova) as well as two recent European Union Member States (Romania and Bulgaria). For every country, conclusions were drawn aiming the evolutions on national level and especially the comparative ones. The endemic characteristics of each group of states trigger the conclusion of emergent national administrations that are self-determining and whose evolutions should consider the historical and geopolitical context.
- The regulatory and legislative fundamental issues of the reforms are based, in all states, on constitutional provisions as well as laws and adjacent documents, describing concrete aspects of designing and implementing the reforms. The pace and thoroughness of the reforms are different in every state and correlated with the overall development of the social reform.
- Generally, the reform strategies have similar structures concerning their fundamental aspects. Thus, in most cases analysed, the aspects on decentralization, civil service and mechanisms for making and implementing the public policies represent pillars of the administrative reforms.
- The principles of European Administrative Space find an adequate reflection in the reform strategies as well as in the mechanisms and good practices necessary to make them operational.

- Related to the stage of the accession process to the European Union, for every state, the reform strategies were correlated with accession documents and strategies and the outcomes are expressed in country reports, annually presented, in most cases by the European Commission.
- For all analysed states and for other states in South-Eastern Europe, the European Administrative Space remains often a metaphor, an aim requiring further major efforts in view to make it operational.

Annex 1. Thematic chapters of acquis communautaire (European legislation)

1. Free movement of goods
2. Free movement of persons
3. Freedom to provide services
4. Free movement of capital
5. Company law
6. Competition policy
7. Agriculture
8. Fisheries
9. Transport policy
10. Taxation
11. Economic and Monetary Union
12. Statistics
13. Social
14. Energy
15. Industrial policy
16. Sees
17. Science and research
18. Education and training
19. Telecommunications and Info
20. Culture and audiovisual policy
21. Regional policy and coordination
22. Environment
23. Consumers and Health Protection
24. Justice and Home Affairs
25. Customs Union
26. External relations
27. Common and Foreign Security Policy
28. Financial control
29. Finance and budgetary provisions
30. Institutions
31. Other

Annex 2. EU financial assistance under IPA in 2007 – 2012, in € million

State

Croatia	Pre-accession Assistance Strategy strengthening the institutions, cross-border cooperation, common agricultural policy, cohesion policy	910.2
Macedonia	Reform of public administration, judiciary and police, improving the local infrastructure, cohesion policy, policy of rural development, adopting and implementing EU legislation and standards.	507.3
Montenegro		201.4
Serbia		1183.6

Source: European Commission, 2009

IPA Instruments for Pre-Accession Assistance – A new focus to EU assistance for enlargement

Annex 3. Laws on public administration reform in some states in Central and Eastern Europe

No.	State	Laws
1	Romania	<p>Constitution of 1991 (revised in 2003), Law on ministerial accountability no.115/1999 Law on public administration 215/2001; Law no. 90 of 26 March 2001 on organization and functioning of the Government of Romania and ministries Law no. 544/2001 on free access to public interest information Law on public finances no. 500/2002 Government Ordinance no. 24/2002 on collecting the local taxes and charges by electronic means Law no. 52/2003 on decisional transparency in public administration Government Decision no. 1019/2003 on organization and functioning of prefectures Law no. 315/2004 on development regions Law framework on decentralization no. 195/2006; Law no. 51/2006 on community services of public utilities</p>
2	Bulgaria	<p>Constitution of the Republic of Bulgaria, 1991 Law on the Local Government and Local Administration, valid from Sept. 17th 1991 Regional Development Act, publ. SG, No. 26, 1999 Administrative-territorial System of the Republic of Bulgaria Act (ASRBA), publ. SG, No. 63, 1995, last amended - SG, No. 57, 2000 Local self-government and Local Administration Act (LSLAA), publ. SG, No. 77 from September 1991, last amended—SG, No. 1, 2001 Local Elections Act, publ. SG, No. 66, 1995, last amended—SG, No. 24, 2001 Access to Public Information Act, publ., SG, No. 55, 2000, last amended SG, No. 1, 2002 Administrative Procedure Code, 2006 Public Administration Act, Renewed SG issue130 dated Nov 5th 1998, SG issue 78 dated Sept 28th 2007 Law on e-Government, May 2007</p>
3	Republic of Moldova	<p>Law on Government no. 64-XII, 31.05.90 Constitution of Republic of Moldova of 1994 Law of Republic of Moldova on local public administration no. 186-XIV of 6 November 1998 Law on Republic of Moldova on the normative deeds of the Government and other central and local government authorities, No.317-XV, 18.07.2003 Law on regional development in Republic of Moldova no. 438-XVI, 28.12.2006 Law on transparency in decision-making process no. 239-XVI, 13.11.2008</p>
4	Republic of Macedonia	<p>Public Administration Act, 1990 Act for Election and Recall of National and Local Assemblies' Representatives, 1990 Constitution of the Republic of Macedonia, 1991 Decree on General Principles for Internal Organization of the Administrative Organs, 1991 Law on Access to Information, 2008</p>
5	Republic of Belarus	<p>Law on Local Self-government, 1991 Constitution of the Republic of Belarus of 1994 (with amendments adopted at the republican referendums of November 24, 1996 and of October 17, 2004)</p>

6	Greece	The Constitution of Greece, 1975 Law of the Public Administration Inspectorate, 1997 Law no 2690 Ratification of the Administrative Procedure Code and other provisions, 1999
7	Republic of Croatia	Constitution of the Republic of Croatia, December 22, 1990 Law on the System of State Administration Law on the Government of the Republic of Croatia Law on the Organization and Competence of Ministries State Administrative Organizations Law on Local and Regional Self-Government, 2001 Law on the Right of Access to Public Information, 2003 Law on Administrative Inspection, 2008 Law on General Administrative Procedures, 2009
8	Republic of Slovenia	The Constitution of the Republic of Slovenia, 1990 General Administrative Procedure Act, 1999 Public Administration Act, No. 020-05/01-22/3 Ljubljana, May 31st 2002 Public Agencies Act, No. 020-05/00-21/4 Ljubljana, May 31st 2002 Inspection Act, 2002 Decree on the procedure of filling a vacancy in state administration and judicial bodies, Uradhi list RS, No 22/04 Act on access to public information, published on March 22nd, 2003 together with changes and additions of the Act, 2005 Decree on the provision of public information, 2005 The Programme of Measures for Reduction of Administration Burdens, 10 November 2005 Elections and Referendum Campaign Act (ZVRK), No. 004-01/92-8/35, Ljubljana, 26 April 2007, EPA 1187-IV e-Government Strategy of the Republic of Slovenia for the period 2006 to 2010 (SEP-2010) “e-Government for effective public administration”
9	Montenegro	Law on State administration, 2003 The Constitution of Montenegro and the Constitutional Law for the Implementation of the Constitution of Montenegro, 2007 Public Administration Act, 2009
10	Ukraine	The Law of Ukraine on Access to Public Information, 1992 Constitution of Ukraine, 1996 Law on Local Self-Government in Ukraine, 1997 The Law of Ukraine On Local State Administrations, 1999 The Code of Administrative Proceedings of Ukraine, 2005

Annex 4. Correlations concerning “Democracy score”

	BELARUS	BULGARIA	CROATIA	MACEDON	MOLDOVA	MONTENEG	ROMANIA	SLOVENIA	UKRAINE	MEDIA
BELARUS										
Pearson Correlation	1	-.942(**)	-.446	-.471	.911(**)	-.771(**)	-.787(**)	-.390	-.826(**)	-.880(**)
Sig. (2-tailed)		.000	.197	.169	.000	.009	.007	.266	.003	.001
N	10	10	10	10	10	10	10	10	10	10
BULGARIA										
Pearson Correlation	-.942(**)	1	.456	.468	-.833(**)	.701(*)	.812(**)	.110	.793(**)	.854(**)
Sig. (2-tailed)	.000		.185	.173	.003	.024	.004	.763	.006	.002
N	10	10	10	10	10	10	10	10	10	10
CROATIA										
Pearson Correlation	-.446	.456	1	-.353	-.338	.623	-.036	.089	.843(**)	.795(**)
Sig. (2-tailed)	.197	.185		.317	.339	.054	.922	.807	.002	.006
N	10	10	10	10	10	10	10	10	10	10
MACEDON										
Pearson Correlation	-.471	.468	-.353	1	-.395	-.110	.806(**)	-.035	.056	.094
Sig. (2-tailed)	.169	.173	.317		.258	.763	.005	.923	.877	.796
N	10	10	10	10	10	10	10	10	10	10
MOLDOVA										
Pearson Correlation	.911(**)	-.833(**)	-.338	-.395	1	-.860(**)	-.762(*)	-.382	-.734(*)	-.811(**)
Sig. (2-tailed)	.000	.003	.339	.258		.001	.010	.276	.016	.004
N	10	10	10	10	10	10	10	10	10	10
MONTENEG										
Pearson Correlation	-.771(**)	.701(*)	.623	-.110	-.860(**)	1	.381	.427	.820(**)	.878(**)
Sig. (2-tailed)	.009	.024	.054	.763	.001		.278	.218	.004	.001
N	10	10	10	10	10	10	10	10	10	10
ROMANIA										
Pearson Correlation	-.787(**)	.812(**)	-.036	.806(**)	-.762(*)	.381	1	.069	.436	.508
Sig. (2-tailed)	.007	.004	.922	.005	.010	.278		.850	.208	.134
N	10	10	10	10	10	10	10	10	10	10
SLOVENIA										
Pearson Correlation	-.390	.110	.089	-.035	-.382	.427	.069	1	.242	.280
Sig. (2-tailed)	.266	.763	.807	.923	.276	.218	.850		.500	.433
N	10	10	10	10	10	10	10	10	10	10
UKRAINE										
Pearson Correlation	-.826(**)	.793(**)	.843(**)	.056	-.734(*)	.820(**)	.436	.242	1	.986(**)
Sig. (2-tailed)	.003	.006	.002	.877	.016	.004	.208	.500		.000
N	10	10	10	10	10	10	10	10	10	10
MEDIA										
Pearson Correlation	-.880(**)	.854(**)	.795(**)	.094	-.811(**)	.878(**)	.508	.280	.986(**)	1
Sig. (2-tailed)	.001	.002	.006	.796	.004	.001	.134	.433	.000	
N	10	10	10	10	10	10	10	10	10	10

** Correlation is significant at the 0.01 level (2-tailed).

* Correlation is significant at the 0.05 level (2-tailed).

Annex 5. Correlations concerning the “Governance” indicator

	BELARUS	BULGARIA	CROATIA	MACEDON	MOLDOVA	MONTENEG	ROMANIA	SLOVENIA	UKRAINE	MEDIA
BELARUS										
Pearson Correlation	1	-.868(**)	-.667(*)	.204	.884(**)	-.525	-.293	-.803(**)	-.334	-.122
Sig. (2-tailed)		.001	.035	.572	.001	.119	.411	.005	.345	.738
N	10	10	10	10	10	10	10	10	10	10
BULGARIA										
Pearson Correlation	-.868(**)	1	.768(**)	.022	-.601	.202	.238	.497	.620	.495
Sig. (2-tailed)	.001		.009	.951	.066	.575	.508	.144	.056	.146
N	10	10	10	10	10	10	10	10	10	10
CROATIA										
Pearson Correlation	-.667(*)	.768(**)	1	-.411	-.493	.402	-.209	.286	.238	.180
Sig. (2-tailed)	.035	.009		.238	.148	.249	.562	.423	.507	.619
N	10	10	10	10	10	10	10	10	10	10
MACEDON										
Pearson Correlation	.204	.022	-.411	1	.332	-.796(**)	.600	-.100	.497	.675(*)
Sig. (2-tailed)	.572	.951	.238		.348	.006	.067	.784	.144	.032
N	10	10	10	10	10	10	10	10	10	10
MOLDOVA										
Pearson Correlation	.884(**)	-.601	-.493	.332	1	-.680(*)	-.179	-.908(**)	.030	.271
Sig. (2-tailed)	.001	.066	.148	.348		.031	.621	.000	.934	.448
N	10	10	10	10	10	10	10	10	10	10
MONTENEG										
Pearson Correlation	-.525	.202	.402	-.796(**)	-.680(*)	1	-.405	.616	-.513	-.519
Sig. (2-tailed)	.119	.575	.249	.006	.031		.245	.058	.130	.124
N	10	10	10	10	10	10	10	10	10	10
ROMANIA										
Pearson Correlation	-.293	.238	-.209	.600	-.179	-.405	1	.304	.506	.361
Sig. (2-tailed)	.411	.508	.562	.067	.621	.245		.393	.135	.305
N	10	10	10	10	10	10	10	10	10	10
SLOVENIA										
Pearson Correlation	-.803(**)	.497	.286	-.100	-.908(**)	.616	.304	1	-.092	-.116
Sig. (2-tailed)	.005	.144	.423	.784	.000	.058	.393		.799	.749
N	10	10	10	10	10	10	10	10	10	10
UKRAINE										
Pearson Correlation	-.334	.620	.238	.497	.030	-.513	.506	-.092	1	.743(*)
Sig. (2-tailed)	.345	.056	.507	.144	.934	.130	.135	.799		.014
N	10	10	10	10	10	10	10	10	10	10
MEDIA										
Pearson Correlation	-.122	.495	.180	.675(*)	.271	-.519	.361	-.116	.743(*)	1
Sig. (2-tailed)	.738	.146	.619	.032	.448	.124	.305	.749	.014	
N	10	10	10	10	10	10	10	10	10	10

** Correlation is significant at the 0.01 level (2-tailed).

* Correlation is significant at the 0.05 level (2-tailed).

**Annex 6. Laws on civil services and civil servants in some states
in Central and Eastern Europe**

No.	State	Laws on civil services and civil servants
1	Romania	<p>Status of Civil Servants, Law of 1999</p> <p>Law no. 161/2003 on some measures ensuring transparency in exercising civil service positions and businesses, preventing and sanctioning corruption</p> <p>Deontological Code for Civil Servants of 2004</p> <p>Law no. 340 / 2004 on Prefect and Prefect institution</p> <p>Government Decision no. 522/2007 on the civil servants' professional record</p> <p>Emergency Ordinance no. 56 / 2004 on creating the special status of the civil servant, called public manager</p> <p>Decision no. 1344 / 2007 on the rules of organization and operation of the discipline committees</p> <p>Decision no. 611 / 2008 for approving the rules on organization and development of civil servants' career</p> <p>Government Decision no. 553/2009 on measures concerning the registry of civil service positions and civil servants</p> <p>Law framework no. 330/2009 on unitary remuneration of the staff paid from public funds</p> <p>Order of NACS President no. 547/ 14.04.2010 on professional examination of civil servants from the reserve corps of civil servants</p>
2	Bulgaria	<p>Civil Servant's Code of Conduct, December 2000</p> <p>Civil Servant Act, publ., SG, No. 67 1999, last amended—SG, No. 110 2001</p> <p>Regulation for the Administrative Service (mod. – SG, issue 47/2008, valid from June 1st 2008), approved by a Government decree № 246 from Sept. 13th 2006. (mod. SG, is. 78/26.09.2006, ann. is. 47/20.05.2008)</p>
3	Republic of Moldova	<p>Law on civil service and status of civil servants no. 158-XVI, 04.07.2008</p> <p>Law on conflict of interests no. 16-XVI, 15.02.2008</p> <p>Law on Code of Conduct of the civil servant no. 25-XVI, 22.02.2008</p>
4	Republic of Macedonia	<p>Law on Civil Servants, 2000</p> <p>Codes of Ethics for Civil Servants of 2002</p> <p>Regulation of June 25, 2004 on Means and Procedure of Evaluation of Civil Servants</p> <p>Regulation of October 4, 2005 on the Criteria and Standards</p> <p>Procedure for the Selection and Employment of Civil Servants</p> <p>Law on the Civil Service</p>
5	Republic of Belarus	Law on Civil Service, 2003
6	Greece	Code of Civil Servants, Law 2683/1999
7	Republic of Croatia	<p>Act on Civil Servants and Civil Service Employees from 2001</p> <p>Civil Servants Act, 2005</p> <p>Civil Service Training Plan, 2008</p> <p>Law on Civil Service Employees in Local and Regional Self-governments, 2008</p> <p>Code of Ethics for Civil Servants</p> <p>Law on Civil Servants and Employees and on the Salaries</p> <p>Regulation on job titles and complexity coefficients in the civil service</p> <p>Regulation on jobs and special working conditions in the civil service</p> <p>Collective Agreement for Civil Servants and Civil Service Employees</p> <p>Draft Proposal of the Act on the Salaries of Civil Servants</p>
8	Republic of Slovenia	<p>Code of Conduct for Civil Servants, 2001</p> <p>Public Sector Wage System Act, No. 430-03/02-17/3 Ljubljana, 26 April 2002-06-29</p> <p>Civil Servants Act, No. 020-05/98-20/8 Ljubljana, 11th June 2002</p>

9	Montenegro	Law on Civil Service and State Employees, 2004 Regulation on Allowances and Other Incomes of Civil Servants and State Employees (adopted in 2005) Amendments to the Law on Salaries of Civil Service and State Employees (adopted in December 2007) Law on Preventing Conflict of Interest, 2008 Regulation on Supplements to the Salary of Civil Servants and State Employees
10	Ukraine	Law on Civil Service, 1993

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